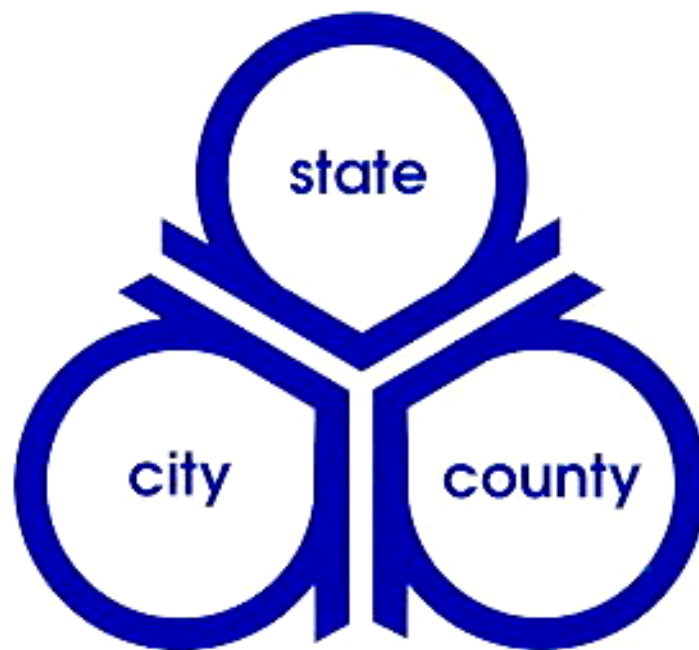




# Partnerships for Prosperity A Framework for Progress



A report to the Governor and the Missouri General Assembly  
presented by the

**Missouri Commission on Intergovernmental Cooperation**  
December 2002



# Table of Contents

<b>Letter of Transmittal from the Chair</b>	<b>2</b>
<b>Commission Members</b>	<b>3</b>
<b>About MCIC</b>	<b>4</b>
<b>Executive Summary</b>	<b>5</b>
<b>Introduction</b>	<b>8</b>
<b>Recommendations</b>	
<b>Improving the Local Government Toolbox</b>	<b>9</b>
State web portal for local governments	10
Growth trend reports	11
Options for farmland/open space protection	13
Planning and annexation tools	15
<b>Enhancing collaboration and coordination</b>	<b>17</b>
Planning and decision-making processes	18
Reward regional and intergovernmental collaboration	20
Maximize existing infrastructure investments	21
Transportation access management	22
<b>Conclusion</b>	<b>24</b>
<b>State Successes and Efforts</b>	
promoting community prosperity through collaboration and coordination	25
<b>Executive Order</b>	<b>27</b>



State of Missouri  
**OFFICE OF ADMINISTRATION**  
Intergovernmental Relations  
Post Office Box 809  
Jefferson City  
65102  
(573) 751-4834

**Bob Holden**  
Governor

**Jacquelyn D. White**  
Commissioner

**Missouri Commission on  
Intergovernmental Cooperation**

December 2002

Dear Governor Holden and members of the Missouri General Assembly:

The Missouri Commission on Intergovernmental Cooperation is pleased to submit to you our annual report – *Partnerships for Prosperity: A Framework for Progress*. A product of considerable discussion and deliberation, the recommendations in this report identify areas of consensus among the State's political subdivisions and executive departments. We are hopeful that this report will lead to improvements in the governance of our state and its communities.

We recognize the nation's overall economic downturn and the corresponding revenue pressures realized by our state and its local governments. As a result, the Commission has met quarterly over the past year, and at times more frequently by committee, to discuss strategies that will help us sustain economic and community prosperity, while also promoting fiscal efficiency for both the state and its localities.

Holding true to our purpose of focusing on issues of intergovernmental significance, we assert that through good community planning and regional cooperation, all Missourians can benefit from community prosperity and enjoy an enhanced quality of life. We believe that empowered officials and citizens at the local level are best positioned to direct this goal and the state can serve as a vital supporting resource. The recommendations of this report are designed to assist decision makers in improving state and local planning, link state resources with local and regional decisions, and save taxpayer dollars.

We look forward to joining with you and others to develop policies, programs, and partnerships that will bring economic vibrancy and stability to our communities while improving the quality of life for all Missourians.

*Respectfully signed and submitted on behalf of the  
Missouri Commission on Intergovernmental Cooperation by:*

A handwritten signature in black ink, reading "Richard Cavender".

Richard Cavender  
Commission Chair



## *MCIC Membership*

### *Members selected by the Missouri Municipal League*

**Joseph Adams**, Mayor of University City  
**Karen Messerli**, Mayor of Lee's Summit  
**Tom Carlson**, Mayor of Springfield  
**Tom Rackers**, Mayor of Jefferson City  
**Gary Markenson** – Executive Director, Missouri Municipal League

### *Members selected by the Missouri City Management Association*

**Mark Levin** – City Administrator, Maryland Heights  
**Frederick Siems** – City Administrator, Blue Springs

### *Members selected by Missouri Association of Counties*

**Todd Smith** – Presiding Commissioner of Pettis County  
**Karen Miller** – Associate Commissioner of Boone County  
**Dick Burke** – Executive Director, Missouri Association of Counties

### *Members selected by the Missouri Association of Councils of Government, Missouri School Boards Association, and the Missouri Fire Services Alliance*

**\*Richard Cavender** – Executive Director, Meramec Regional Planning Commission  
**Carter Ward** – Executive Director, Missouri School Boards Association  
**Steve Paulsell** – Fire Chief, Boone County Fire Protection District

#### *Citizen Appointments*

**Mary Campbell**, Bank of America, St. Louis  
**Shonagh Clements**, Attorney, St. Louis  
**Wiley Hibbard**, Farmer, Perry  
**William Murray**, Retired, Wheeling  
**Mary Williams-Neal**, 3<sup>rd</sup> District Councilwoman,  
Kansas City

#### *Cabinet Directors*

**Jacquelyn White**, Office of Administration  
**Lowell Mohler**, Department of Agriculture  
**John Hoskins**, Department of Conservation  
**Joe Driskill**, Dept. of Economic Development  
**Steve Mahfood**, Department of Natural Resources  
**Henry Hungerbeeler**, Dept. of Transportation

### *Members selected from the Missouri General Assembly*

**Senator Doyle Childers**, 29<sup>th</sup> District, Reeds Spring  
**Senator Steve Stoll**, 22<sup>nd</sup> District, Festus  
**Representative Wes Wagner**, 104<sup>th</sup> District, DeSoto  
**Representative Carson Ross**, 55<sup>th</sup> District, Blue Springs

**\* denotes Commission Chair**



## *About MCIC*

The Missouri Commission on Intergovernmental Cooperation (MCIC), first established by executive order in 1985 by then Governor Ashcroft, is composed of 5 private citizen appointees, 4 legislators, 6 cabinet members and representatives of a number of local government organizations, representing cities, counties, elected officials, city managers, regional planners and others. MCIC was re-authorized by executive order in September 2001.

The Commission's duties include:

- investigating issues and problems pertaining to state-local relations;
- serving as a vehicle of communication through which state and local government can meet to discuss and resolve shared, existing, and potential problems;
- reviewing and analyzing proposed legislation and regulatory changes that affect state and local government relations; and
- coordinating the provision of technical assistance to state and local government in a broad range of program and policy areas.

Past commissions have worked toward resolving issues such as solid waste management, the transport and disposal of hazardous materials, regional jails, and community information networks. MCIC has been instrumental in the creation of the Missouri Public Entity Risk Management fund (MOPERM) and the establishment of the Department of Natural Resources' Solid Waste Advisory Board.

MOPERM is a self-insurance fund offering broad liability coverage at reasonable and stable cost to Missouri's local governments. The fund was established in response to a liability insurance crisis that left many local governments unable to afford adequate insurance protection. MCIC was the collaborative forum that studied, recommended and tracked legislation establishing MOPERM.

Likewise, in response to local government protests of state mandated policies reducing waste in landfills and establishing recycling programs, MCIC established a committee to iron out the differences. Missouri's Solid Waste Omnibus Law of 1990, establishing the Solid Waste Advisory Board, is the product of MCIC's mediation efforts.

Currently, the Commission is studying issues related to E-government, Community Growth and Revitalization, and Transportation Access Management.



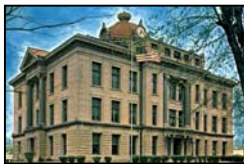
# Executive Summary

“You cannot escape the responsibility of tomorrow by evading it today.”  
Abraham Lincoln



Community officials and leaders make decisions that significantly affect their communities, and the quality of life within them, immediately and for many years into the future. Equally as important, their decisions can have a dramatic impact on the region and state – not only their community. As a result, it is important that these decision makers be equipped with the right tools, resources, and information to make decisions that maintain and promote the prosperity of their communities, their region, and our state.

The Missouri Commission on Intergovernmental Cooperation (MCIC) has met quarterly over the past year, and more frequently by committee, to identify, study and deliberate on issues of mutual significance to local, regional, and state government. *Partnerships for Prosperity: A Framework for Progress* is a product of the Commission’s work and serves as MCIC’s annual report to the Governor and Missouri General Assembly.



With the nation’s overall economic downturn and the corresponding revenue pressures realized by the state and its local governments, a large part of this year’s discussion centered on seeking cooperative ways for state and local governments to assist in maintaining and continuing community prosperity.



Guiding the discussion on community prosperity were four overriding principles:

- ❖ **How can the state, its regions, and its localities become better partners for progress?**
- ❖ **Recognizing community diversity – how can we preserve local options, rather than a “one-size-fits-all” approach?**
- ❖ **How can decisions be influenced to generate cost savings and fiscal prudence?**
- ❖ **How can we promote cooperation through incentives – not mandates?**



*Partnerships for Prosperity: A Framework for Progress* has been formulated from Commission discussion and extensive committee and staff investigation. As a product of considerable discussion and



deliberation, the recommendations in this report identify areas of consensus among the state's political subdivisions and executive departments. Two main areas of discussion centered around the improvement of the decision-making 'toolbox' used by local governments and the enhancement of multi- and intra- governmental collaboration and coordination. The highlights of these recommendations follow:



### **Improving the local government decision-making toolbox**

To properly address issues of growth and modernization, local officials and community leaders must be knowledgeable about the impact that various decisions might have on their communities and be equipped with the right tools to make good decisions for the future of their communities. The breadth, complexity, and difficulty of problems faced in many of Missouri's communities eclipse the training, knowledge, or experience of many local officials, leaders and citizens. In many counties and communities, limited available staff, training, and resources exacerbate the difficulties of meeting local needs.



By improving the information and tools available for local communities, local leaders and citizens are better equipped to make good community, economic, and fiscal decisions that accommodate the needs of their community. The Missouri Commission on Intergovernmental Cooperation concludes that:



- ❖ a state web portal for local governments should be established;
- ❖ a consortium of the state's educational institutions should be convened to periodically analyze state, regional, and local growth trends;
- ❖ options for farmland and open space protection to aid communities in shaping and protecting their economic base and character should be identified; and
- ❖ MCIC should conduct a review of the planning authority given to counties to ensure they have the right tools to protect and improve their local economies, transportation corridors, and community character.

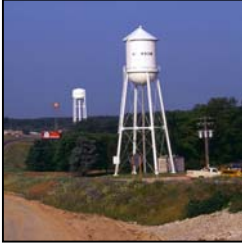


### **Enhancing collaboration and coordination**



Local residents and their leaders are best able to determine how and where their neighborhood or jurisdiction grows. Still, these decisions do not





happen in a vacuum. The impact of local development decisions has a dramatic effect on regional and state economic growth, fiscal policy, traffic congestion, environmental quality, and quality of life. Likewise, the locations selected by states and regional communities to build public infrastructure has a powerful influence on local decisions and local government costs.



By enhancing collaboration and coordination among and between government entities at all levels, Missourians can be ensured that their local, regional, and state governments are moving toward a shared vision of community prosperity. However, coordination should be based on the principle that the primary responsibility for community planning and implementation rests with local officials and citizens. As a result, the Missouri Commission on Intergovernmental Cooperation concludes that:



- ❖ **efforts should be made to further link state public infrastructure investments with local and regional planning;**
- ❖ **regional and intergovernmental collaboration should be rewarded in program and infrastructure decisions;**
- ❖ **a balance should be struck between the need for new investments in public infrastructure and the maximization of existing infrastructure; and**
- ❖ **the proper management of transportation access can enhance economic development and protect public investment in their transportation system as well as improve safety.**



## Conclusion



Holding true to our purpose of focusing on issues of intergovernmental significance, MCIC asserts that through good community planning and regional cooperation, all Missourians can benefit from community prosperity and enjoy an enhanced quality of life. Empowering local officials and citizens best directs this goal and the state can serve as a vital supporting resource. It is our sincere hope that the outcomes of *Partnerships for Prosperity: A Framework for Progress* will lead to the improvement of state and local planning, the joining of state resources with local and regional decisions, and, ultimately, taxpayer savings. The Commission looks forward to joining with state and local leaders to develop policies, programs, and partnerships that will bring economic vibrancy and stability to our communities while improving the quality of life for all Missourians.







# Introduction

**“You cannot escape the responsibility of tomorrow by evading it today.”**

**Abraham Lincoln**

Arguably faced with some of the toughest decisions in United States history, Abraham Lincoln came to recognize the importance of his decisions of not only the time but also their potential implications for years to come. Although the everyday problems local officials face today may not seem to carry the same weight as those of Lincoln, community officials and leaders do make decisions that significantly affect their communities, and the quality of life within them, immediately and for many years into the future. Equally as important, their decisions can have a dramatic impact on the region and state – not only their community. As a result, it is important that these decision makers be equipped with the right tools, resources, and information to make decisions that maintain and promote the prosperity of their communities, their region, and our state.

Over the past year, the Missouri Commission on Intergovernmental Cooperation (MCIC) has met quarterly, and more frequently by committee, to identify, study and deliberate on issues of mutual significance to local, regional, and state government. With the nation’s overall economic downturn and the corresponding revenue pressures realized by the state and its local governments, a large part of this year’s discussion centered on seeking cooperative ways for state and local governments to assist in maintaining and continuing community prosperity.

Guiding the discussion on community prosperity were four overriding principles:

- ❖ **How can the state, its regions, and its localities become better partners for progress?**
- ❖ **Recognizing community diversity – how can we preserve local options, rather than a “one-size-fits-all” approach?**
- ❖ **How can decisions be influenced to generate cost savings and fiscal prudence?**
- ❖ **How can we promote cooperation through incentives – not mandates?**

Early on, MCIC identified three areas of interest – E-government, Community Growth and Revitalization, and Transportation Access Management. This report has been formulated from Commission discussion and extensive committee and staff investigation. As a product of considerable discussion and deliberation, the recommendations in this report identify areas of consensus among the state’s political subdivisions and executive departments. The recommendations that follow are organized into two main themes:

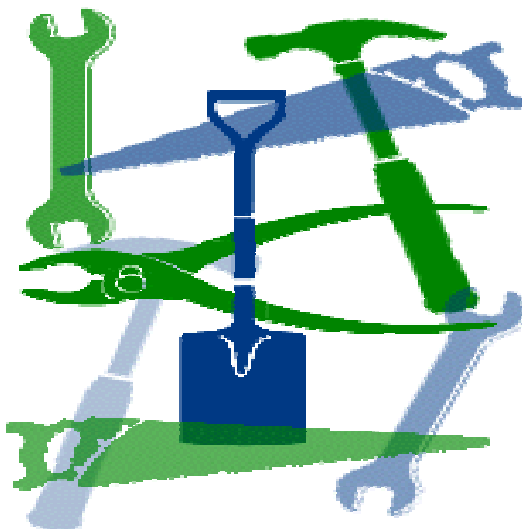
- ❖ **Improving the local government decision-making toolbox, and**
- ❖ **Enhancing collaboration and coordination for continued prosperity.**

It is hoped that this report will lead to improvements in the governance of our state and its communities.

## Recommendations

### Improving the local government decision-making toolbox

Decision-makers in many communities are constrained by limited information about the problems facing them, their information needs, and potential solutions for meeting community goals. To properly address issues of growth and modernization, local officials and community leaders must be knowledgeable about the impact that various decisions might have on their communities and be equipped with the right tools to make good decisions for the future of their communities. With the right development tools, they can be



empowered to improve economic

opportunity and quality of life in their communities.

The breadth, complexity, and difficulty of problems faced in many of Missouri's communities eclipse the training, knowledge, or experience of many local officials, leaders and citizens. In many counties and communities, limited available staff, training and resources exacerbate the difficulties of meeting local needs. This section of recommendations is directed toward improving the information available to make good community and economic decisions as well as providing the tools and options necessary to improve the local and regional community.



## State Web Portal for Local Governments

Missouri's existing web-based infrastructure provides little to local governments in an easily accessible way. By providing a detailed, accessible web portal to local governments, the flow of information concerning available state resources can increase local efficiencies and effectiveness of governmental operations, thus better serving the citizenry of the state.

The state should use technology to present information, resources, assistance, and services in a more customer-oriented way to Missouri's local governments. The primary objective is to enhance communication in Missouri through innovations in technology, marketing and economic organization. The state should provide a one-stop source for information on vital programs available to local governments.

Missouri's Office of Information Technology (OIT) is working to establish a new e-government infrastructure and enhanced portal. These projects are covered under an e-government contract with IBM. Currently, OIT is working to resolve funding issues. Once those have been resolved, work will continue on the infrastructure and enhanced web portal.

Currently, two main areas of service delivery are being developed – one to address the service and information needs of individuals and a second focused on business and commerce needs. It is the intent of OIT to establish on the enhanced web portal an area for local government. This path will allow for Government-to-Government (G2G) services to be offered and information to be cataloged. The content of the G2G space should be established with help from local governments. Prioritization of projects can occur through participation of local government representatives and by the agenda recommended by OIT's Business Oversight Committee.

"The state might...help by providing easier access to the right kind of data..."

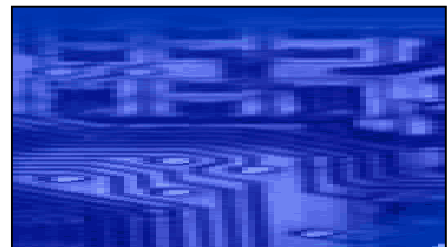
– Todd Smith  
Presiding Commissioner, Pettis County

"...lack of consistency in data... is ...a problem."

– Tom Carlson  
Mayor, City of Springfield

"...coordination of data among departments is key."

– Diana Moore  
Department of Economic Development



"I would like to see an information clearinghouse, with practical 'how to' information in one convenient place."

– Mary Heywood  
Mayor, City of Bourbon

"DNR is working to coordinate financial and technical assistance to communities."

– Sarah Parker  
Department of Natural Resources

### **The Missouri Commission on Intergovernmental Cooperation recommends:**

- **the development of a state web portal for local government with easy access to state resources directed to local governments;**
- **the development of an electronic clearinghouse for local government information; and**
- **the inclusion of local government input in the rebuilding of the statewide web-based information delivery system.**



## Growth Trend Reports

Understanding population, economic, social, and land-development patterns is a critical step in protecting public investments and promoting sustained economic development.

Recently, the Ewing Marion Kauffman Foundation, a foundation committed to researching unfulfilled needs of society and identifying solutions to them, commissioned a comprehensive analysis of the direction, scope and implications of population, economic, social, land-development trends in Missouri. The study also will

suggest the potential roles for state and local policy in shaping those trends. This report is being prepared by the Brookings Institution Center on Urban and Metropolitan Growth, a national private research organization dedicated to understanding how large economic, demographic, and policy trends affect communities and metropolitan areas. The Brookings Institution presented preliminary findings to the Missouri Commission on Intergovernmental Cooperation (MCIC) in June. The report is to be completed in December 2002.



As a state, Missouri is quite diverse. To effectively provide for the needs of its citizens and their respective communities, Missouri should assess

intra-metropolitan growth trends; the different growth patterns in various metropolitan areas; the connection between rural and metropolitan growth trends; and the different growth patterns among rural counties. Although

various institutions and state agencies collect this data in part, trends affecting growth are seldom presented in a wholly statewide format

much less on a local scale. With this information available to scale for state, regional, and local decision-makers, citizens and their leaders could more effectively plan for growth, thus providing a solid foundation for fact-based management, appropriate resource allocation, and fiscal prudence.

Effective governance requires accurate, timely, and usable information.

MCIC recognizes that Missouri's universities and colleges are a great resource to localities for intellectual capital and research assistance. Missouri's academic institutes and centers – such as the MU

At the least, "...we need [growth] trend data out there...[to assist communities]..."

– Richard Cavender  
Meramec Regional Planning Commission

"It would be helpful if we were able to present [information about growth] to freshman legislators."

– Todd Smith  
Presiding Commissioner, Pettis County

"...we are very interested in working with you [MCIC], and...involve researchers from several different disciplines and institutions."

– Jim Scott  
MU Public Policy Institute

Truman School's Institute of Public Policy; SMSU's Center for Social Sciences and Public Policy Research; the Center for the City at UMKC; the Public Policy Research Center at UMSL and others – currently work to increase knowledge and understanding of critical public policy issues and provide support and technical assistance to communities. Many of

the state's universities are able to assist local governments to address community prosperity issues through applied research and community-based projects and can enriching many local government-planning processes. However, acting as a consortium, these educational institutions can readily enhance the data – and its understanding – available to decision-makers.

**The Missouri Commission on Intergovernmental Cooperation recommends:**

- **a periodic update and analysis of statewide growth trends reported by a consortium of the state's educational institutions – reports much like the recent Kauffman Foundation commissioned report on growth trends in Missouri;**
- **a periodic update and analysis of regional and community growth trend data as a tool for regional and local community decision-makers; and**
- **biennial presentations of statewide growth trends at legislative freshman orientation tours and to the entire Missouri General Assembly.**







## Options for Farmland/Open Space Protection

Agriculture is a critical component of local economies, in Missouri, and throughout the nation. In addition, recent studies – including a study conducted by the Community Policy Analysis Center at the University of Missouri – indicate that agricultural land contributes more revenue per acre than it costs to service with public infrastructure. Finally, many urban and suburban communities are realizing that the kind of open space provided by agricultural land is an important component of livable communities.

In Missouri, the balance between development and agricultural land resources is becoming a growing issue. Nowhere is this issue more evident than at the urban and suburban fringe, where often the desire for green space and idyllic farm settings is contrasted against the realities of production, including: farm odors, noise, and health concerns. The development of tools and resources for localities that allow them to maximize their community's economic base and character are important. The engagement of stakeholders, both urban and rural, is imperative.

In light of the nearly \$1 billion in new funding provided in the 2002 Farm Bill for the federal Farmland Protection Program, the identification of tools for localities to evaluate options and capture federal funding can be a valuable resource. The federal Farmland Protection Program provides matching funds to State and local governments, as well as non-governmental entities, to develop innovative preservation efforts. These cash incentives can provide financing for transitional farming efforts, development of additional agricultural enterprises, and help offset economic pressures associated with surrounding development.

Protecting farmland through voluntary farmer participation, and expanded options for local communities to shape their local economy and community character, can provide a win-win for farmers and their communities. However to achieve this goal, protection efforts must be initiated by landowners, maximize input from citizens and local leaders, and meet the needs and vision of their communities.



"Voluntary programs that protect farmland can go a long way in preserving farmer options and rural heritage."

– Wiley Hibbard  
Perry

"Studies indicate that certain land types...have differing influences on governmental revenues and expenditures. Communities should consider the possible fiscal implications..."

– Morgan Mundell  
Community Policy Analysis Center  
University of Missouri

"...people fear what they don't understand and education is critical to this issue."

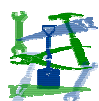
– Peter Hofherr  
Department of Agriculture



**The Missouri Commission on Intergovernmental Cooperation recommends:**

- o an educational effort coupled with a public input process, to inform citizens and decision makers about the economic and community benefits of farmland/open space and identify policies that best fit Missouri needs; and
- the identification of state resources that would assist local governments in providing the necessary match for participation in federal voluntary farmland/open space protection programs— specifically to consider additional tools and resources for local governments to shape and protect their community's economic base and character.





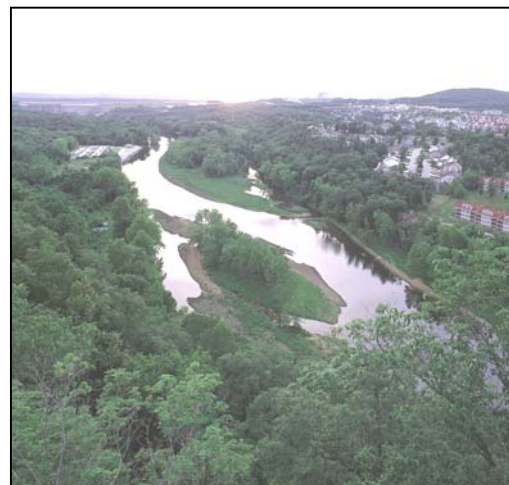
## Planning and annexation tools

Growing municipalities do not stop at the city limits. Nor can county budgets sustain new development without proper planning or sufficient revenue to pay for added infrastructure costs. This growth, whether on the municipal side – or the county side – of municipal boundaries, has an impact on future decisions affecting local government, including the need for additional public money to provide public services to newly developed areas. Local governments – both municipal and county – often have similar intentions but are confronted with conflicting choices on each side of the city limits.

The purpose of traditional local planning has been to design a physical framework for the change and development of a community. Planning improves communication and coordination among the many private decision makers and governments — local, state and federal. Sound planning helps the community find workable solutions to real problems. When local governments make decisions to make a zoning designation, to add new educational services and facilities, or to improve the water supply — those decisions affect the private sector of the community as well. As a result, it is important that cities and counties have the appropriate authority to protect and preserve both private and public investments.

Missouri law reflects the planning of the 1920s. Missouri's current county planning statutes, RSMo Chapter 64, is a chapter originally adopted in the 1940s when Missouri's laws were recodified after adoption of the state constitution of 1945. Little modernization of these statutes has been realized since, except the addition of a parallel alternative authorization for a county plan before voters endorse it or the occasional technical change.

Unfortunately, continuous development on the fringes of existing urban areas or municipalities can cause a strain on municipal and county infrastructure, without



"...planning and zoning, and appeals, need to be fixed..."

— Doug Hermes  
MO Assn. of Councils of Government

"...a planning commission must be elected...before a plan can be developed...People will not vote for something...they do not know."

— Todd Smith  
Presiding Commissioner, Pettis County

"...state law is the barrier [to managing decentralization]."

— Mark Levin  
City Administrator, Maryland Heights

options to remedy the strain. Many states have enhanced their planning statutes with additional options for local officials and citizens to address these issues. With the state's changing demographics, priorities, and growth trends, options should be explored to remove barriers and improve regional collaboration – lessening the competition of governments within a region – to ensure a more equitable and efficient public infrastructure system for all citizens.

“...make it easy for cities to grow and to annex land...”

– Bill Johnson  
Missouri Municipal League

“[with] county...standing in [those] decisions...”

– Karen Miller  
Commissioner, Boone County

**The Missouri Commission on Intergovernmental Cooperation recommends:**

- a MCIC-led review of the statutory planning tools given to county government – specifically to identify ways to allow leaders to effectively protect local economies, transportation corridors, and community character;

a MCIC-led review of state statutes governing annexation – specifically to protect the interests of both the individual and community while making the process efficient and effective; and

the identification of barriers to efficient and effective planning with recommendations on how to improve county planning, enhance regional collaboration and support local decision-making.



## Enhancing collaboration and coordination for continued progress

The locations selected by states and regional communities to build highways, public transit, water lines, sewer systems, and other infrastructure has a powerful influence on the direction and type of development that occurs, the decisions that local officials can make, and on the taxes the public must pay. Likewise, the impact of local development decisions has a dramatic effect on regional and state growth, traffic congestion, environmental quality, and quality of life. As a result, a cornerstone to developing prosperous communities is collaboration and coordination among and between government entities at all levels.

Coordination should be based on the principle that the primary responsibility for community planning and implementation rests with local officials

and citizens. Local residents and their leaders are best able to determine how and where their neighborhood or jurisdiction grows. However, decisions affecting communities must include regional collaboration on transportation investments, parks and open space, and school planning, among other things. A collaborative framework for policies and infrastructure investments can ensure that Missouri is moving toward a shared vision of community prosperity.

This section of recommendations is directed toward improving collaboration and coordination at the local and regional levels, as well as within the state's executive departments, as an effort to protect, preserve, and encourage the prosperity of Missouri as a collective community and of the state's individual and unique communities.





## Planning and decision-making processes

There is a need for increased coordination of infrastructure, development, and management functions among state agencies. More attention should be given to the integration of these processes at the agency or cabinet level so that the various units of state government can act together to promote and coordinate appropriate infrastructure, coherent development and good resource management.

Development plans for public facility projects such as schools, water and sewer systems, and transportation infrastructure should be collaborated at all levels of government. Most importantly, state infrastructure decisions should be coordinated with local planning units prior to project construction or lease. This coordination of capital improvements would result in more effective use of tax dollars and better land use planning at the local and regional level.

The State is not without good planning and decision-making processes. Two successful state approaches to coordination and cooperation have been:

- MoDOT's system of eliciting local elected official input to plan and prioritize projects through the use of transportation advisory committees (TACs), which are affiliated with regional planning commissions and some municipal planning organizations. Currently, MoDOT is reviewing plans to institutionalize this local input process, and expand the process to further involve regional planning commissions in the planning and prioritization of projects, and
- the Missouri Water and Wastewater Review process, a DNR, DED, and USDA partnership dedicated to a joint review and comment on proposals for public investments affecting water and wastewater infrastructure projects.



"Boundaries are a problem. Missouri must have more boundaries for different programs than any other state in the nation."

— Richard Cavender  
Meramec Regional Planning Commission

"A strong partnership among state and local agencies will foster a shared sense of responsibility for investment decisions and a commitment to statewide transportation objectives."

— Cheryl Ball  
Department of Transportation

A heightened focus by State agencies on collaboration and cooperation "...will lead to increased efficiency and more effective service delivery."

— Mary Campbell  
St. Louis



Each considers different levels of government collaboration and improves public investment decision-making. However, continued improvement to processes like these and the development of new collaborative structures is important to the prosperity of Missouri communities and taxpayers' investments.

"We should put [state regional service delivery boundaries] as [the] top priority of this Commission."

– State Representative Carson Ross  
R-Blue Springs

**The Missouri Commission on Intergovernmental Cooperation recommends:**

- a review of public investment decision making processes (related to transportation, water, sewer, utilities, and other investments in local communities) and linking them to local and regional planning;

the encouragement of economic development strategies that reflect collaboration, improve regional economies, and encourage regional planning commission and municipal planning organization participation; and

a review of state regional service delivery boundaries (related to security, health, economic, social, environmental, and infrastructure services) to present a more unified system to local planners and decision-makers of planning resources across all state agencies and to improve intrastate agency collaboration.







## Reward regional and intergovernmental collaboration

Community infrastructure is a critical element of local planning. This is most obviously true of water and sewer lines, which often directly determine future growth patterns. In rural areas, such facilities have often been planned and put in place by special districts operating independently of other governing entities.

Missouri has a plethora of special districts that operate facilities and services as diverse as sewer and water systems, roads, schools, airports, hospitals, libraries and fire protection. These operations can have the potential to significantly affect the success of a community plan either positively or negatively, depending upon the degree to which they are coordinated with it. A significant role exists for regional-level planning resources

as a complement to, and bridge between, state and local resources. Regional planning commissions, and in some cases municipal planning organizations, offer the advantage of allowing for regional collaboration and coordination while final decision-making is reserved for local units of government. To take advantage of this underutilized resource, local collaboration through these planning commissions should be rewarded in program and infrastructure decisions. It is worth noting, however, that in some communities, favorable state/local working relationships are not likely to be implemented through regional commissions. In such situations, the system should be flexible enough to utilize other arms of state government to provide assistance.



"We need a policy that rewards coordination and the leveraging public resources."

— Tom Carlson  
Mayor, City of Springfield

"State grant decisions should be based on local or regional collaboration. Cities and counties...working together... should be rewarded."

— Karen Miller  
Commissioner, Boone County

"...schools are often not at the planning table when tax and growth decisions are made."

— Angie Hull  
MO School Boards Association

The state can help by "creating incentives...and structures for getting everybody together to do planning."

— Todd Smith  
Presiding Commissioner, Pettis County

### The Missouri Commission on Intergovernmental Cooperation recommends:

- a broad policy goal of rewarding local and regional collaboration in state infrastructure decisions;

the state encourage the development and institutionalization of collaborative decision making processes; and

the development of program specific criteria for recognizing and rewarding cooperative local and regional planning.



## Maximize existing infrastructure investments

Public expenditures on infrastructure, such as streets, highways, water and sewer systems, lighting, and schools and other civic buildings, constitute a significant share of public expenditures each year. When governments allow infrastructure in existing neighborhoods to decay while investing in new infrastructure in edge communities, they are in effect supporting locational priorities for new development. By not fixing the existing infrastructure, the local government creates for itself a larger scale problem for each year that the maintenance issues are not addressed. By directing resources to support the maintenance and upgrading of existing structures and facilities ensures that the value of investments made by the private and public sectors is maintained. Subsequently, communities are in better positions to attract private investment in construction and rehabilitation.



In addition, public investment is often able to leverage private investment. Missouri has numerous programs such as business improvement districts, historic districts, Main Street programs, and the federal government's Empowerment Zone/Enterprise Community programs that focus business and development attention on targeted and existing areas that help attract private investment. In some cases, public investment may provide the necessary infrastructure to attract desired development. By coupling public investments with new private investment and improvements, public costs in existing areas can be reduced.



Current federal funding formulas may make this difficult to implement. Some states have, however, found the political will to overcome these barriers. New Jersey, for example, acted on a fix-it-first principle by requiring that maintenance needs on existing roads be addressed before new roads are constructed. Without advocating a 'no-growth' approach or ignoring the need and importance of new development, the state should maximize existing infrastructure by ensuring that programs adequately reward projects that improve existing infrastructure.

"We [state and local] do not do adequate planning to protect transportation corridors. I would like to see a corridor plan with every roadway...[where] state infrastructure dollars are spent."

– Karen Miller  
Commissioner, Boone County

"Expansion must be balanced with the strengthening of our existing infrastructure."

– Todd Smith  
Presiding Commissioner, Pettis County

### The Missouri Commission on Intergovernmental Cooperation recommends:

- the adoption of a state inter-agency policy goal that maximizes existing infrastructure – recognizing the importance and need for new growth but also emphasizing preservation and maintenance of existing publicly-owned capital assets; and
- the review of funding programs to ensure they adequately reward project applications that improve existing infrastructure.



## Transportation access management

Roadways can deteriorate into highly congested routes with unacceptable delay and crash experience when access to the roadway is poorly managed. Similarly, increased traffic and changing federal and industry standards can increase safety concerns at railroad grade crossings. The failure to properly manage transportation corridors and access can lead to a loss of the taxpayers' investment when the roadway or rail crossing is no longer operating at an acceptable safety level.

"Keeping motorists moving safely and efficiently is important at every level of government. Access management is one of the key tools available to make that happen, benefiting communities with improved safety, shorter travel times and increased economic growth."

-- Henry Hungerbeeler  
Department of Transportation

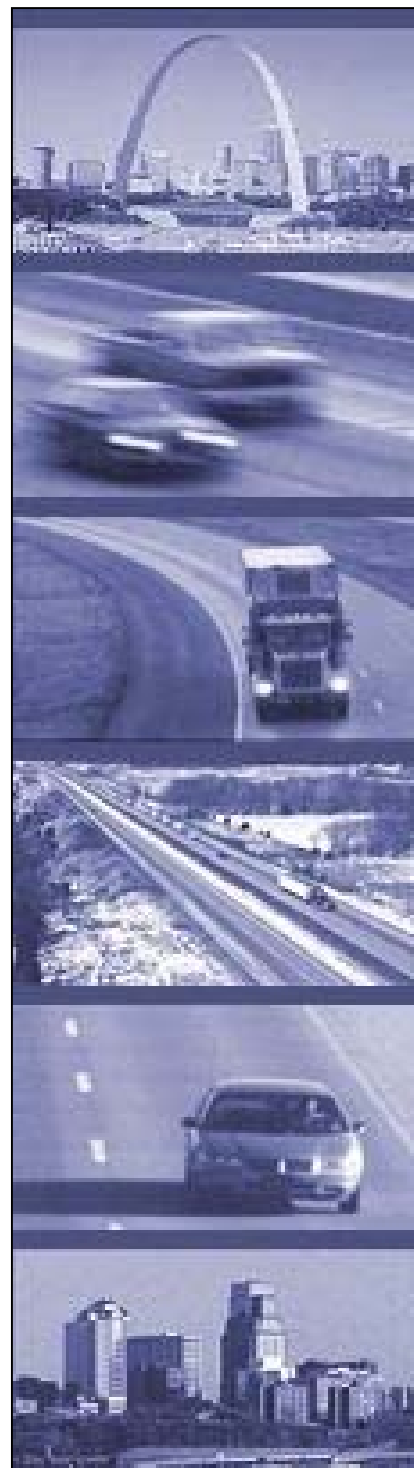
"We need [more] local help to improve... [our railroad crossing upgrade processes]."

-- Gene Stephens  
Motor Carrier and Railroad Safety

MoDOT has developed a comprehensive access management plan that will provide for the proper spacing and design of interchanges, public road intersections and commercial and private driveways. The goals of this plan are improved roadway safety and traffic operations, preservation of the taxpayers' investment in the roadway system, and better conditions for pedestrians. The plan, when implemented, will apply to new project planning and design, right of way acquisition, redesign of existing highway corridors,

and driveway permitting. The standards are also offered as guidance to municipalities and other entities involved in establishing and maintaining access to the Missouri highway system.

Likewise, the Missouri Division of Motor Carrier and Railroad Safety has an implemented plan that comprehensively manages vehicle and pedestrian intersects on Missouri's rail lines. Missouri has many railway crossings that are considered unsafe by federal and industry safety standards. Currently, the state has developed a systematic way of addressing railroad-crossing issues while distributing limited upgrade resources in an equitable and efficient way.



Fostering state-local cooperation to further develop a fair and equitable process can go a long way in gaining individual community buy-in and advancing community prosperity. This cooperation will help to alleviate local community planning concerns, improve the timeliness of upgrades, and lessen future investments in system preservation.



**The Missouri Commission on Intergovernmental Cooperation recommends:**

- **the development of an educational program on the benefits of transportation management. Educational partnerships should be developed with interested organizations (such as the Missouri Municipal League, Missouri Association of Counties, and Missouri Association of Councils of Government); and**
- the institutionalization of a collaborative regional structure on transportation access and public investment decision making which includes state agencies as well as local officials and residents.**







---

## Conclusion

Holding true to our purpose of focusing on issues of intergovernmental significance, MCIC asserts that through good community planning and regional cooperation, all Missourians can benefit from community prosperity and enjoy an enhanced quality of life. Empowering local officials and citizens can best direct this goal and the state can serve as a vital supporting resource. It is our sincere hope that the outcomes of *Partnerships for Prosperity: A Framework for Progress* will lead to the improvement of state and local planning, the joining of state resources with local and regional decisions, and, ultimately, taxpayer savings.

**“Never leave that till tomorrow which you can do today.”**

**Benjamin Franklin**

Great leaders throughout history – such as Lincoln and Franklin – have leaned on the principle that progress must be achieved through action. The members of the Missouri Commission on Intergovernmental Cooperation know that to advance prosperity in the future, one must act today. The Commission looks forward to joining with state and local leaders to develop policies, programs, and partnerships that will bring economic vibrancy and stability to our communities while improving the quality of life for all Missourians.

## State successes and efforts to promote community prosperity through collaboration and coordination

### *Physical Assets*

**Governor's Executive Order** on state facilities and leases in downtown areas. Governor Holden established a statewide policy to locate state buildings and facilities in central downtown and revitalization districts when consistent with public service requirements, historic preservation efforts, and when economically prudent.

**Regional Planning Commission Funding** for transportation planning. Through this program, each Regional Planning Commission is required to establish a committee of local officials that meet on a regular basis to identify transportation needs and help identify solutions to these needs. These planning activities also help link economic and social needs with transportation. (MoDOT)

**Local Transportation Assistance** - funding and administration of local areas' transportation needs i.e.: bridges, roads, and sidewalks. Also, technical transportation assistance available to local officials in areas such as plowing snow, repairing bridges, and development reviews – data delivery and transportation research assistance also available. (MoDOT)

**Cooperative Planning for Water Treatment Facilities** – The Missouri Water and Wastewater Review Committee meets twice a month to review the technical and financial aspects of drinking water and wastewater projects throughout the state, focusing on coordination of funding sources to leverage benefit to local communities. (Natural Resources, Economic Development, USDA)

**Transportation Enhancement Program** - Specifically identified funding program for local communities to construct sidewalks, bike paths, and beautification adjacent to transportation areas (MoDOT)

**Natural resource amenities and assistance** - County roads – The Conservation Department spends \$150,000 per year to help maintain county roads leading to conservation areas. Community lakes – Many communities have received help through the Community Assistance Program to build and manage fishing lakes. Urban Forestry – professional foresters help local communities take care of their urban forests. Towns can also receive grants for tree planting and win recognition through Town Treescape Awards for beautifying their communities. Nature centers – Several local communities have organized efforts to build and operate visitor centers where people of all ages come to learn about and enjoy nature. River and Stream Accesses – Towns can take advantage of their proximity to streams by working with the Conservation Department to acquire, build and manage accesses to rivers and streams. (Conservation)

### *Economic Growth*

**Historic Preservation and Local Community Partnerships** – The Certified Local Government Program provides technical assistance and small grants to local governments seeking to keep for future generations what is important and significant from their past (Natural Resources and National Park Service).

The Missouri Main Street Program offers an economic revitalization strategy for small town central business districts (Natural Resources and Economic Development).

Investment Tax Credits apply to 25 percent of approved costs associated with qualified historic rehabilitation (Natural Resources and Economic Development)

**Brownfields Redevelopment and Voluntary Cleanup** – This initiative coordinates state efforts focused on cleanup of hazardous waste sites through technical and financial assistance. The program helps local communities return contaminated sites to productive development use (Natural Resources and Economic Development).

**Energy and Agriculture Collaboration** – This is a joint effort to enhance the economic viability of agricultural and rural communities through the generation, use, and market development of renewable and alternative energy sources (Natural Resources and Agriculture)

**Wildlife Recreation** – Wildlife-related recreation opportunities such as hunting, fishing and wildlife viewing generate \$1.9 billion in economic activity, resulting in sales tax revenues (much of which funds local governments) totaling \$94.5 million. Wildlife Conservation and Restoration grants are channeled to Missouri communities for nature-related projects such as nature trails, savanna and glade restoration, and habitat enhancement. (Conservation)

**WIC and Senior Farmer's Market Nutrition Program** – local public health agencies and local farmers' markets collaborate with state and local entities to improve sales at Farmers' Markets, which enhance community prosperity (Health and Senior Services)

### *Safety*

**ALERT MISSOURI** – disseminates urgent notifications to the public by all available means, designed in cooperation with the Missouri Police Chiefs Association, Missouri Sheriffs Association, Missouri Broadcasters Association, and the Missouri State Highway Patrol (Public Safety)



### *Safety continued...*

**Fire and public safety assistance** – Equipment and technical advice to rural fire departments for fire suppression. Conservation agents also assist local law enforcement when conducting manhunts, missing persons searches, roadblocks and other law enforcement efforts. Local hunter safety training is conducted by community volunteers and conservation agents. (Conservation)

**Bridge Inspection Program** - This service allows MoDOT the opportunity to insure the safety of locally maintained bridges through an inspection program.

**Bicycle and Pedestrian Program** – technical assistance is available to aid local groups with bicycle and pedestrian programs in addition to the preparation of safety programs (MoDOT)

### *Health*

**Website** – allows local communities to access virtually all data collected by the Department of Health and Senior Services. Interactive, it is used by local public health agencies, community groups, hospitals, voluntary health associations, universities, health coalitions, etc. (Health and Senior Services)

**Lambert Airport Contact Team** – This regulatory Contact Team works together and communicates about environmental and health issues connected to airport operation and expansion, winning the 2002 Environmental Achievement Award from the Airports Council International (Natural Resources, Health and Senior Services, St. Louis County Health Department, and Lambert Airport).

**Communicable Disease Investigation Reference Manual** – supports local governments in their investigations of communicable disease outbreaks in schools, long-term care facilities, hospitals, and other public and private facilities (Health and Senior Services)

**Community Health Centers** – collaboration with department, the Missouri Primary Care Association, and various communities have focused on increasing access to essential health care services (Health and Senior Services)

**Community Interventions Initiative** – provides technical and financial assistance to communities implementing interventions that address critical community issues. *Health Care Access* – plan for multi-level and integrated interventions to increase health care access for uninsured individuals living with HIV, reduce the burden of infectious diseases such as syphilis, and control outbreaks of food borne diseases (Health and Senior Services)

**Public outreach funding** – provides funding to 21 cities and counties, supporting their West Nile virus surveillance and public outreach programs, allowing local authorities to make informed decisions (Health and Senior Services)

**Community Policy and Environmental Change Program** – support and technical assistance are provided through the Missouri Cardiovascular Program to make community environments more conducive to heart healthy behaviors (Health and Senior Services)

**Maternal Child Health** – contract requires local public health agencies to collaborate with members of their community to develop a system to moderate specific health risk indicators (Health and Senior Services)

**Share the Harvest program** provides venison and goose meat to local community food pantries to boost protein availability among needy families. (Conservation)

### *Education*

**1-888-ASK - MODOT** - This statewide toll free number allows anyone to call MoDOT regarding any transportation issue or gather any transportation information. It is the department's main arm of its customer service program.

**Community Assistance Office** – This office provides services to local communities, businesses, and the public to put them in touch with comprehensive assistance from the Department of Natural Resources and appropriate services and financing from all agencies (Natural Resources)

**Conservation Planning and Education** -- Urban Watershed Conservationists work with local city and county planners to address watershed issues when planning development. **Schools** – Students, teachers and administrators receive nature-related training, materials and programs for classroom use. **Events** – Special events such as water festivals, Day on the Prairie, Eagle Days and others are conducted at the community level to help residents understand and value their cultural and natural assets. **News and information** – All local newspapers receive weekly news releases concerning recreation opportunities, seasons and upcoming events; more than 400,000 households receive the *Missouri Conservationist* magazine.

**Community-based Nutrition Education Initiatives** – through contracts, local government entities are provided funding to coordinate, present, and evaluate community-based nutrition and education initiatives (Health and Senior Services)

RECEIVED & FILED

SEP 24 2001

Executive Order  
01-16

  
SECRETARY OF STATE  
COMMISSIONS DIVISION

WHEREAS, Executive Order 94-26 established the Missouri Commission on Intergovernmental Cooperation;

WHEREAS, Executive Order 94-26 expired, was reissued by Executive order 96-21, then reissued by Executive Order 98-19 which expired;

WHEREAS, the emergence of intergovernmental issues including state and federal aid, state and federal mandates, home rule, and others still requires increased communication and cooperation between the state and local governments; and

WHEREAS, a state-local partnership for problem-solving and planning will still be beneficial to both levels of government and to the people of Missouri; and

WHEREAS, the current and future shift of federal responsibilities to state and local governments still requires the establishment of a cooperative partnership between state and local government; and

WHEREAS, the state should continue to exercise leadership in fostering and encouraging development of a partnership between state and local government; and

WHEREAS, it is appropriate that private citizens continue to be involved in efforts to encourage a partnership between state and local government.

NOW, THEREFORE, I, Bob Holden, Governor of the State of Missouri, by virtue of the authority vested in me by the Constitution and laws of the State of Missouri, hereby re-establish the Missouri Commission on Intergovernmental Cooperation. The Commission shall be composed of twenty-eight (28) members, as follows: five (5) private citizens who shall be appointed by the Governor; six (6) state officials who shall be appointed by the Governor; two (2) Senators (one of each party) who shall be appointed by the President Pro Tem of the Senate; two (2) Representatives (one of each party) who shall be appointed by the Speaker of the House of Representatives; four (4) municipal elected officials who shall be appointed by the Missouri Municipal League; two (2) elected county officials who shall be appointed by the Missouri Association of Counties; two (2) local government administrators who shall be appointed by the Missouri City Management Association; one (1) member of the Missouri Fire Services Alliance appointed by the Alliance; one (1) Director of the Missouri Municipal League; one (1) Director of the Missouri Association of Counties; one (1) Regional Planning Commission Director appointed by the Missouri Association of Councils of Government; and one (1) school board member appointed by the Missouri School Board Association. Other members or state agencies may be appointed by the Governor as needed on a permanent or temporary basis.

The Governor shall designate one of the members of the Commission to serve as Chairperson, and the Chairperson shall call meetings of the Commission. The Missouri Commission on Intergovernmental Cooperation is assigned to the Commissioner of Administration, who shall provide staff assistance as needed. Members of the Commission shall receive no compensation for their services, but shall be reimbursed for their actual and necessary expenses incurred in the performance of their duties.

The duties of the Commission are:

1. To undertake, as it deems appropriate, research and investigation into issues and problems pertaining to state-local relations;
2. To function as a clearinghouse for information relevant to intergovernmental issues;
3. To serve as a vehicle of communication through which state and local governments can meet to discuss and resolve shared existing and potential problems;

Executive Order 01-16  
Page 2

4. To review and analyze proposed legislation and regulatory changes that affect state and local government relations;
5. To coordinate the provision of technical assistance to state and local government in a broad range of program and policy areas; and
6. To perform other such similar services and research as the Commission shall decide upon.


The Commission shall report annually to the Governor on its activities, and on the results of its studies, and shall include any recommendations for legislative, executive, or judicial administrative action to the Governor, the General Assembly, and the Supreme Court. This Executive Order supersedes and rescinds any previous Executive Order on the same subject.

IN WITNESS WHEREOF, I have hereunto set my hand and caused to be affixed the Great Seal of the State of Missouri, in the City of Jefferson, on this 21<sup>st</sup> day of September, 2001.



  
GOVERNOR

ATTEST:

  
SECRETARY OF STATE